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FM USMISSION GENEVA  
TO SECSTATE WASHDC PRIORITY 6528  
INFO SECDEF WASHDC//ISA/ISP/USDP:HRA//  
CINCUSAREUR HEIDELBERG GE//J3/J4/J5/POLAD//  
JOINT STAFF WASHDC//J2/J3/J4/J5//  
RWANDA COLLECTIVE  
CINCUSAFE RAMSTEIN AB GE//  
CINCUSNAVEUR LONDON UK//N2/N22//  
AMEMBASSY TOKYO  
EUROPEAN POLITICAL COLLECTIVE  
HQ JTF PP NAPLES IT//CA/POLAD//  
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STATE FOR G, PRM, IO, PM, AF  
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SUBJECT: HLWG MEETING: DONOR GOVERNMENTS BACK MILITARY

UNITED STATES DEPARTMENT OF STATE  
REVIEW AUTHORITY: ARCHIE M BOLSTER  
DATE/CASE ID: 04 NOV 2011 201005065

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SUMMARY  
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1. AT A NOVEMBER 21 MEETING OF THE GENEVA HUMANITARIAN LIAISON WORKING GROUP, AMB. SPIEGEL CHAIRED A DISCUSSION OF MILITARY SUPPORT FOR HUMANITARIAN OPERATIONS. WITH THE PARTICIPATION OF OPERATION SUPPORT HOPE JTF COMMANDER SCHROEDER, DONOR AND UN REPRESENTATIVES AGREED ON THE FOLLOWING PRINCIPLES:

-- IN A CRISIS SITUATION WHERE RELIEF ORGANIZATIONS ARE OVERWHELMED, MILITARY ORGANIZATIONS CAN BE CALLED UPON TO USE THEIR UNIQUE CAPABILITIES UNTIL RELIEF ORGANIZATIONS ARE ABLE TO MEET THE HUMANITARIAN NEEDS;

-- THERE CAN BE NO AUTOMATICITY TO SUCH A MILITARY RESPONSE (GIVEN THE PRINCIPAL ROLE OF MILITARY ESTABLISHMENTS TO DEFEND THEIR COUNTRIES) AND THIS IS UNDERSTOOD AND ACCEPTED BY THE HUMANITARIAN ASSISTANCE AGENCIES;

-- IN HUMANITARIAN SITUATIONS WHERE GOVERNMENTS DECIDE THEIR MILITARIES SHOULD BE INVOLVED, THE MILITARY MISSION SHOULD BE PRECISELY AND CLEARLY DEFINED BOTH IN SCOPE AND DURATION;

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-- THE MILITARY'S INVOLVEMENT SHOULD BE USED TO LEVERAGE THE PARTICIPATION OF RELIEF ORGANIZATIONS (E.G. AIRLIFT TO BRING IN EQUIPMENT BELONGING TO RELIEF ORGANIZATIONS);

-- UNITY OF EFFORT SHOULD BE ACHIEVED THROUGH IMPROVED COORDINATION, ESPECIALLY IN SHARING "REAL TIME" INFORMATION AND SETTING PRIORITIES;

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-- ADVANCE JOINT TRAINING SHOULD INCLUDE BOTH MILITARY AND RELIEF ORGANIZATIONS AND AIM TO IMPROVE COORDINATION, COMMUNICATION AND DEFINITION OF TASKS REQUESTED OF THE MILITARY;

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-- THE OPERATION SHOULD REMAIN UNDER CIVILIAN CONTROL;  
AND

-- REQUESTS FOR MILITARY INVOLVEMENT SHOULD BE DIVIDED SO THAT SMALLER COUNTRIES COULD ASSUME SOME OF THE TASKS REQUESTED.

2. SOME PARTICIPANTS ALSO EMPHASIZED THE NEED TO COORDINATE WITH THE DEPARTMENT OF HUMANITARIAN AFFAIRS' (DHA) MILITARY AND CIVIL DEFENSE ASSETS PROGRAM (MCDA), AND UNHCR INDICATED THAT IT WILL WORK WITH GOVERNMENTS TO PREPARE A PAPER ON THE USE OF MILITARY ASSETS IN HUMANITARIAN OPERATIONS AND CONVENE A MEETING ON THE TOPIC DURING THE FIRST HALF OF 1995. GIVEN THE PARTICULAR SUBJECT MATTER FOR THE HLWG MEETING, AMBASSADOR SPIEGEL INVITED THE RUSSIAN AMBASSADOR TO

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ATTEND ON AN AD HOC BASIS FOR THE FIRST TIME, WITHOUT PREJUDICE TO RUSSIA'S REQUEST TO JOIN THE HLWG. END SUMMARY.

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MEETING PARTICIPANTS  
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3. AT AN 11/21 MEETING OF THE HUMANITARIAN LIAISON WORKING GROUP (AMBASSADORS FROM THE TOP 24 DONOR GOVERNMENTS PLUS THE EU) CONVENED BY AMBASSADOR SPIEGEL IN GENEVA, DONORS DISCUSSED THE ISSUE OF MILITARY SUPPORT FOR HUMANITARIAN OPERATIONS. (AGENDA FOR THE MEETING WAS REPORTED IN REFTTEL.) THE MEETING WAS ADDRESSED BY THREE PRINCIPAL SPEAKERS: LT. GEN. DANIEL SCHROEDER, DCINC USAREUR AND COMMANDER OF JTF ENTEBBE, OPERATION SUPPORT HOPE; LENNART MYHLBACK, DIRECTOR GENERAL OF THE SWEDISH RESCUE SERVICE AGENCY (WHICH WAS ACTIVE IN RWANDA AND ZAIRE) IN THE MINISTRY OF DEFENSE;

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AND ERIC MORRIS, UNHCR DIRECTOR OF PROGRAMS AND  
OPERATIONAL SUPPORT. IN ADDITION, THE HLWG HEARD FROM

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SUBJECT: HLWG MEETING: DONOR GOVERNMENTS BACK MILITARY  
SUPPORT FOR HUMANITARIAN OPERATIONS

AUSTRIAN MAJ. GENERAL GUNTER GREINDL (IN HIS CAPACITY AS  
CHAIRMAN OF THE STANDING COORDINATING GROUP OF DHA'S  
MCDA PROGRAM), DHA/GENEVA DIRECTOR MARTIN GRIFFITHS, AND  
WFP DIRECTOR OF LOGISTICS ANDREW TOH. EUCOM MAJ.  
GENERAL PAUL VANDERPLOOG (ECJ-4) AND DOD/HRA DAS  
PATRICIA IRVIN ALSO ATTENDED THE MEETING.

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USG - AMB. SPIEGEL AND LT. GEN. SCHROEDER  
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4. AMB. SPIEGEL OPENED THE DISCUSSION BY PRESENTING THE  
ISSUES OF WHEN AND HOW DONOR MILITARIES WILL SUPPORT  
HUMANITARIAN EMERGENCIES AND HOW UN AGENCIES CAN  
UTILIZE MILITARY ASSETS. SPIEGEL EMPHASIZED THAT THE  
FOCUS OF THE MEETING WAS NOT ON THE SOMETIMES  
CONTROVERSIAL RELATIONSHIP BETWEEN HUMANITARIAN AND  
PEACEKEEPING OPERATIONS, BUT RATHER ON TO WHAT EXTENT  
GOVERNMENTS ARE WILLING TO PROVIDE EXPERTISE AND SUPPORT  
FROM MILITARY ESTABLISHMENTS TO HUMANITARIAN AGENCIES.

5. GEN. SCHROEDER FOLLOWED WITH A SUMMARY OF LESSONS  
LEARNED FROM OPERATION SUPPORT HOPE (OSH) FOR THE RWANDA  
REFUGEES IN ZAIRE. SCHROEDER EMPHASIZED THAT OSH  
DEMONSTRATED THAT MILITARY SUPPORT FOR HUMANITARIAN  
OPERATIONS WORKS WHEN THERE IS A PRECISE AND CLEAR  
STATEMENT OF THE MISSION TO BE ACHIEVED, AND A COMMON

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VISION PRODUCING A FOCUSED EFFORT. HE STRESSED,  
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HOWEVER, THAT THE PURPOSE OF THE MILITARY IS TO WIN WARS  
AND THAT IT SHOULD BE INVOLVED ON SUCH HUMANITARIAN  
TASKS ONLY WHEN THERE IS A CLEAR CRISIS WHICH OVERWHELMS  
THE CAPABILITY OF RELIEF ORGANIZATIONS (THE UK AMBASSADOR  
ADDED HIS STRONG SUPPORT ON THIS POINT), THAT ITS  
INVOLVEMENT SHOULD BE LIMITED TO ITS UNIQUE SKILLS, THAT  
THOSE CAPABILITIES SHOULD BE USED TO LEVERAGE THE  
EFFORTS OF RELIEF ORGANIZATIONS, AND THAT THE MILITARY  
SHOULD WITHDRAW IN FAVOR OF RELIEF ORGANIZATIONS WHEN  
THE LATTER ARE ABLE TO TAKE OVER. HE SUMMARIZED THE  
LESSONS LEARNED AS:

-- THE NEED FOR BETTER INTEGRATION BETWEEN THE MILITARY  
AND THE UN THROUGH MORE PRECISE DEFINITION OF THE MISSION;

-- ADVANCE JOINT TRAINING AND ASSISTANCE IN DRAFTING  
REQUESTS;

-- BETTER CONTROL OF INFORMATION SO THAT ALL THE PLAYERS  
HAVE THE BEST UP-TO-DATE INFORMATION AVAILABLE (THROUGH  
MILITARY ASSISTANCE WITH COMMUNICATIONS INCLUDING  
LOW-TECH PHOTOGRAPHY) IN ORDER TO PRIORITIZE NEEDS  
CORRECTLY;

-- GETTING THE PRINCIPAL ASSISTANCE ORGANIZATIONS ON THE  
GROUND TOGETHER EARLY, EACH WITH A SINGLE REPORTING  
CHANNEL;

-- PRIORITIZING DELIVERY REQUIREMENTS BASED ON SITE  
REQUIREMENTS RATHER THAN ON PROCEDURES FOR NORMAL  
MILITARY DEPLOYMENTS; AND

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-- DETERMINING SECURITY NEEDS FOR PROTECTION OF ALL PARTICIPANTS.

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SWEDEN - RESCUE SERVICES DIRECTOR  
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6. MYHLBACK BRIEFLY DESCRIBED THE FUNCTIONS OF THE SWEDISH RESCUE SERVICES AGENCY IN THE MINISTRY OF DEFENSE: SEARCH AND RESCUE IN NATURAL DISASTERS, SUPPORT TEAMS FOR RELIEF TO REFUGEES, SPECIALIST SUPPORT TEAMS (E.G. TELECOMMUNICATIONS), AND EMERGENCY STOCKPILES. MYHLBACK STRESSED THAT THE SWEDISH RESCUE AGENCY CALLS UPON MILITARY, CIVILIAN AND PRIVATE SOURCES OF PERSONNEL AND EQUIPMENT. HE EMPHASIZED HOWEVER THE CIVILIAN IDENTITY OF THE TEAMS DEPLOYED (ALTHOUGH USING MILITARY ASSETS AND ORGANIZATION), THE NEED TO SEPARATE HUMANITARIAN RELIEF FROM PEACEKEEPING ON THE GROUND (ALTHOUGH THEY NEED TO COORDINATE) AND THE IMPORTANCE OF LIAISON WITH LOCAL AUTHORITIES.

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UNHCR - DIRECTOR OF PROGRAMS AND OPERATIONAL SUPPORT  
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7. UNHCR DIVISION DIRECTOR MORRIS SAID THAT HIGH

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COMMISSIONER OGATA HAD IDENTIFIED NOT ONLY OVERLAP BETWEEN UN AGENCIES, BUT ALSO MASSIVE GAPS, INCLUDING THE LACK OF AIRLIFT CAPABILITY. THESE GAPS COULD ONLY BE FILLED BY PARTNERS ACTING WITHIN UNHR GUIDELINES:

-- THE RELIEF HAD TO BE STRICTLY HUMANITARIAN, APOLITICAL AND IMPARTIAL

-- AN OPERATION MUST REMAIN UNDER STRICTLY CIVILIAN COMMAND AND CONTROL

-- MULTILATERAL INVOLVEMENT IN REQUESTS FOR ASSISTANCE SHOULD BE BASED UPON SERVICE PACKAGE REQUESTS.

8. ACCORDING TO MORRIS, USEFUL MILITARY ASSETS MIGHT INCLUDE TROOPS, AIRLIFT, LOGISTICS AND OTHER MISCELLANEOUS SERVICES. IF THESE, TROOPS ARE THE MOST CONTROVERSIAL, AND SHOULD ALMOST NEVER BE USED FOR DIRECT DELIVERY OF SUPPLIES WITHIN CAMPS. THEY ARE EXPENSIVE, PRESENT POLITICAL COMPLICATIONS, AND, IF USED, SHOULD ALWAYS HAVE A QUICK EXIT STRATEGY. AIRLIFT (LOCAL AIRCRAFT PLUS STRATEGIC AIRLIFT ORGANIZATION) IS

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OFTEN OF CRITICAL IMPORTANCE, BUT UNHCR RECOGNIZES THE NEED FOR DISENGAGEMENT BY THE MILITARY AFTER THE EMERGENCY PHASE PASSES. ON LOGISTICS AND OTHER SERVICES (E.G. IMMEDIATE WATER NEEDS AT THE BEGINNING OF THE GOMA CRISIS), THE MILITARY IN PARTICULAR SITUATIONS HAS A COMPARATIVE ADVANTAGE. MORRIS HAS BEEN ASKED BY UNHCR OGATA TO WORK WITH GOVERNMENTS ON THIS ISSUE, AND HE INTENDS TO PREPARE A PAPER AND CONVENE A MEETING TO FORMALIZE UNDERSTANDINGS IN THE FIRST HALF OF 1995.

9. MORRIS ALSO REPLIED TO SPIEGEL'S QUESTION ON HOW UNHCR CAN BETTER PLAN FOR MILITARY INVOLVEMENT IN FUTURE CRISES. SPIEGEL ASKED SPECIFICALLY IF UNHCR COULD CATEGORIZE MILITARY ASSETS HELD BY DIFFERENT GOVERNMENTS WHICH COULD LIKELY BE MADE AVAILABLE IN EMERGENCIES. MORRIS RESPONDED THAT UNHCR WAS WORKING ON THIS TO PROVIDE GREATER PREDICTABILITY FOR FUTURE CRISES. HE CITED GENERAL SCHROEDER THAT "LAST TIME (GOMA) WE MET

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EACH OTHER AT THE DANCE; THE NEXT TIME WE SHOULD GO TO  
THE DANCE TOGETHER."

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GOVERNMENT RESPONSES  
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10. THESE THEMES WERE PICKED UP BY DONOR GOVERNMENTS.  
THEY STRESSED THE NEED TO KEEP HUMANITARIAN OPERATIONS  
UNDER CIVILIAN CONTROL (GERMANY, ITALY), THAT EACH  
CRISIS REQUIRES A TAILOR-MADE RESPONSE WITHOUT  
AUTOMATICITY OF MILITARY INVOLVEMENT (GERMANY, UK), THAT  
REQUESTS FOR ASSISTANCE THROUGH SERVICE PACKAGES SHOULD

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BE DESIGNED IN DISCRETE PARTS SO THAT SMALLER DONORS CAN  
RESPOND (AUSTRIA, SWITZERLAND, NEW ZEALAND, NETHERLANDS;  
UNHCR FULLY AGREED), THAT REQUESTS FOR ASSISTANCE SHOULD  
BE MORE SPECIFIC THAN WAS THE CASE IN ZAIRE (UK; UNHCR  
AGREED), AND THAT COOPERATION WITH THE LOCAL AUTHORITIES  
IS CRITICAL (ITALY). SOME COUNTRIES (NETHERLANDS,  
SWEDEN, NORWAY, UK) ALSO EMPHASIZED THE PRACTICAL ISSUE  
OF IMPROVING COORDINATION WHEN THE USE OF THE MILITARY  
LEADS TO A GREATER NUMBER OF ORGANIZATIONS IN THE FIELD,  
INCLUDING THOSE WITH DIFFERENT CULTURES. GRIFFITHS,  
SCHROEDER AND MORRIS POINTED OUT THE ADVANTAGES OF JOINT  
TRAINING IN DEALING WITH THIS ISSUE. NORWAY ALSO  
STRESSED THE NEED FOR BETTER COOPERATION WITH  
PEACEKEEPING AND FOR THE SECRETARY-GENERAL TO DEFINE  
BETTER THE DIVISION OF LABOR OF HIS REPRESENTATIVES IN  
THE FIELD.

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11. NORWAY'S AMBASSADOR STRESSED THE ROLE OF THE UNSC IN MAINTAINING SECURITY, AND HE WAS HESITANT TO SEE HUMANITARIAN AGENCIES TAKE ON A SECURITY FUNCTION. NO REPRESENTATIVE AT THE MEETING MADE SUGGESTIONS ON CONTROLLING LAW AND ORDER IN, E.G., THE RWANDAN REFUGEE CAMPS. ALL RECOGNIZED THIS AS A SECURITY ACTIVITY BEYOND THE MANDATE OF MILITARY FORCES ASSIGNED TO DELIVER HUMANITARIAN ASSISTANCE; THEY RECOGNIZED THE ERIL OF MIXING THE TWO. SCHROEDER POINTED OUT THE NEED TO ADDRESS THE SECURITY ISSUE EARLY ON SO THAT HUMANITARIAN WORKERS COULD BE ADEQUATELY PROTECTED. MORRIS NOTED THAT THE JURY WAS STILL OUT ON USING TROOPS TO PROVIDE ASSISTANCE TO CAMPS.

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RUSSIA - FOR THE FIRST TIME  
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12. THE RUSSIAN AMBASSADOR WAS INVITED BY AMBASSADOR SPIEGEL TO THE HLWG ON AN AD HOC BASIS FOR THE FIRST TIME, WITHOUT PREJUDICE TO THE ISSUE OF MEMBERSHIP CURRENTLY BEING DISCUSSED IN NEW YORK AND GENEVA. HE MADE CONSTRUCTIVE COMMENTS NOTING RUSSIAN EFFORTS TO TRAIN ITS MILITARY FOR INVOLVEMENT IN DELIVERING HUMANITARIAN RELIEF, ESPECIALLY TRANSPORTATION. HE ALSO UNDERLINED THE COORDINATION PROBLEMS WHEN THE MILITARY IS INVOLVED AND THE NEED TO SEPARATE PEACEKEEPING FROM HUMANITARIAN ACTIVITIES, ESPECIALLY WHEN THE MILITARY IS

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INVOLVED IN THE LATTER.

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THE DHA ROLE - MCDA  
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13. DHA/GENEVA DIRECTOR GRIFFITHS AND AUSTRIAN GENERAL GREINDL STRESSED THE PROGRESS OF DHA'S MILITARY AND CIVIL DEFENSE ASSETS PROGRAM. SET UP INITIALLY FOR COUNTRIES TO COORDINATE WITH DHA ON ASSISTANCE IN NATURAL DISASTERS, ITS USE IN COMPLEX EMERGENCIES IS NOW BEING STUDIED. GRIFFITHS EMPHASIZED THE NEED FOR UN AGENCIES TO WORK COLLECTIVELY ON THE QUESTION OF MILITARY SUPPORT FOR HUMANITARIAN EMERGENCIES AND TO BRING IN ADDITIONAL MILITARY FORCES. GREINDL AND GRIFFITHS BOTH CITED THE APPLICABILITY TO COMPLEX EMERGENCIES OF THE OSLO GUIDELINES ESTABLISHED AT A CONFERENCE ON MCDA IN JANUARY 1994. GREINDL NOTED THAT MCDA WAS ALREADY INVOLVED IN TRAINING AND DEVELOPMENT OF A FIELD HANDBOOK FOR EMERGENCY RESPONSE. A NUMBER OF COUNTRIES (GERMANY, NORWAY, NETHERLANDS, UK) EMPHASIZED THE NEED FOR UN AGENCIES TO COORDINATE THEIR APPROACH TO THE USE OF MILITARY ASSETS THROUGH THE MCDA PROGRAM.

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WFP'S VIEWS  
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14. THE WORLD FOOD PROGRAM DISTRIBUTED A DISCUSSION PAPER TO MEETING PARTICIPANTS. WFP BELIEVES THE CENTRAL ISSUE IS THAT OF ADVANCE COMMITMENTS. THE MILITARY'S  
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UNIQUE CAPABILITY IS THE RAPIDITY OF ITS ORGANIZED RESPONSE, AND WFP BELIEVES APPROPRIATE MECHANISMS MUST BE IN PLACE TO FACILITATE THIS RAPIDITY.  
SPIEGEL

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